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OPERATIONS

COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS IN ALL THEIR ASPECTS

Report of the Secretary-General

Addendum

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RUSSIAN FEDERATION

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The shaping of a new world order based on the primacy of democracy, human rights and freedoms, the rule of law and morality is directly related to the improvement of the peace-making activity of the United Nations and its ability to play adequately the part of a universal guarantor of international peace and security. The ending of the "cold war" and of ideological confrontation have brought into being the practical prerequisites for an expansion of United Nations involvement in settling regional conflicts through the deployment of the whole range of peace-keeping operations: on the Iraq-Kuwait border and in Cambodia, Western Sahara, Angola, El Salvador and Yugoslavia.

As a permanent member of the Security Council, Russia welcomes the growing activity of the United Nations in the conduct of peace-making operations and the expansion of their geographical range and their scope. In addition to the "traditional" placing of military observers at the disposal of the United Nations and participation in the supply of materials and equipment for a number of United Nations operations, Russia in 1992, for the first time, in response to the Security Council's decision of 6 March 1992, provided an individual infantry battalion to serve as part of the United Nations forces in Yugoslavia.

A start has now been made on the consideration of draft legislation concerning the procedure for participation by Russian military and civilian personnel in United Nations peace-keeping operations and for making armed forces available to the Security Council in accordance with article 43 of the United Nations Charter.

The experience the United Nations has gained in conducting peace-making operations is being attentively studied in Russia from the standpoint of its possible application to the settlement of problems arising in the relations between member countries of the Commonwealth of Independent States (CIS). It was this experience which formed the basis for the Declaration on the non-use of force or threat of the use of force in relations between the States participating in the CIS and the Agreement on military observer groups and collective peace-keeping forces of the States participating in the CIS approved on 20 March 1992 at the meeting of Heads of State of the countries participating in the CIS.

The lessons of the Persian Gulf crisis, and the unprecedented summit-level meeting of the Security Council on 31 January 1992 have highlighted the need to give full effect to the extensive peace-making potential of the United Nations and in the first place of the Council itself, and to revitalize for the maintenance of peace and security in the new circumstances the Charter mechanisms that fell into desuetude during the "cold war" years.

The closest attention needs to be paid to the issue of applying the preventive potential of the United Nations more broadly and focusing efforts on detecting and preventing the emergence of conflicts both between and within States. Under the Charter, the main responsibility for preventive action rests with the Security Council, and its authority in this sphere should be strengthened.

One of the practical ways of doing this would be to establish under the Security Council, on the basis of chapter VII of the Charter, rapid response units made up, on a contract basis, of special detachments from various countries, including the permanent members of the Council. In practice, it might also be useful to establish under the Security Council groups of experts on action in emergency situations involving the mass taking of hostages, terrorism or cases of blackmail. Consideration could also be given to the idea of early deployment of United Nations military contingents or military observers (perhaps at the request of only one party) to prevent a conflict from escalating and turning into a direct military confrontation.

The Security Council could also, after consultations with regional organizations and the parties concerned, set up observer posts in potentially dangerous regions of the world. A special expert study could be conducted under United Nations auspices of mechanisms and means of effectively deterring a potential aggressor and procedures for a prompt joint response to acts of aggression and threats to international peace. Such mechanisms could include advanced technology for information compilation and processing, preparation by the Secretary-General of forecasts of conflict situations, the application of intra- and inter-State dispute settlement procedures, the involvement of regional and subregional structures and, if necessary, the adoption of enforcement measures by the Security Council.

The study could also spell out the procedure for applying the provisions of the Charter under which countries make armed forces available to the Security Council, as well as those concerning the role of the Military Staff Committee and the establishment of its regional subcommittees.

The proposals by the Nordic countries (A/46/591) concerning the development, while retaining a key role for United Nations operations, of a comprehensive approach by the Organization to peace-making activities also appear useful.

The Declaration on Fact-finding by the United Nations in the Field of the Maintenance of International Peace and Security approved by the General Assembly at its forty-sixth session is capable of making a valuable contribution to the Organization's preventive functions. The implementation of its provisions, in particular the sending of United Nations missions to areas of potential conflict, will facilitate provision of timely information to the Security Council on the situation in an area where a crisis has come to a head and at the same time serve as a signal to the parties of the intention of the United Nations to prevent it from escalating.

At the same time it is obvious that the issue of information back-up for United Nations crisis prevention activities can be resolved only on the basis of cooperation among the Organization itself, regional and subregional structures and the States concerned. The Secretary-General could if necessary arrange in cooperation with regional organizations for the sending of missions to a country where the situation is uneasy.

This work should proceed in parallel with the development of criteria on the basis of which the "new generation" of conflicts associated with territorial, inter-ethnic and inter-religious confrontations, and with violations of human rights and those of national minorities, will be considered in regional organs or in the Security Council. Russia supports the Austrian proposal for the conduct of a detailed study of situations in which United Nations intervention would be justified.

The comprehensive and multi-purpose nature of United Nations operations that is becoming more firmly established confirms the desirability of further pragmatic study of the question of institutionalizing specific peace-keeping mechanisms. Our country has introduced preliminary ideas on this subject in the Special Committee on Peace-keeping Operations. Our proposal for the drafting within the Special Committee of a summary document, for example, a declaration, which would review the positive experience and new trends in the development of United Nations peace-making activities still stands. A declaration of this kind would not contain some kind of "rigid" provisions laid down once and for all, but would embody the experience that has been accumulated, propose a kind of "menu" of approaches to be taken into account in preparing all future operations and stimulate the further improvement of the concept of peace-keeping operations and the enhancement of their effectiveness.

The issues of providing training for military, police and civilian personnel to meet the requirements of the operations deserve serious attention. The success of the operations, their performance, will depend to a considerable extent on the level of qualifications of the United Nations peace-keeping personnel. These objectives could be advanced by the holding of international and national seminars on the problems associated with the operations, by the institution by the Secretary-General of an annual programme of fellowships financed out of the interest on the Nobel Prize awarded to the United Nations forces in 1988 and through voluntary donations by private corporations and funds. In addition to the manuals issued by the Secretariat on these questions, there should obviously be a broader international exchange of experience in this sphere, involving experts from the countries that regularly participate in the conduct of United Nations operations and possess specially drawn-up national programmes to train personnel for them.

In our view, the problem of planning United Nations operations and their close coordination and interaction with regional organizations and individual States requires further consideration. In this context, great importance attaches to the report of the Secretary-General on the activities of the Secretariat units dealing with peace-keeping issues and to the model agreement

with countries contributing personnel, elements of which could be discussed in the Special Committee.

The problem of assigning greater responsibility to the countries which are parties to a given conflict or dispute and on whose territory United Nations operations are conducted is a particularly topical one. Russia shares the view of Japan and other countries which consider that the parties to a conflict should make every effort towards the earliest possible peaceful settlement of the dispute or conflict, and should, in particular, reduce the numbers of their troops and armaments, thus creating the conditions which would enable the size of the United Nations forces dispatched to the conflict region to be kept to the minimum. Participating States should extend every possible assistance to the United Nations for purposes of facilitating the conduct of the operations (accommodation, communications, transport, etc.) and reducing their financial consequences. They should also take all necessary measures to respect the status of United Nations personnel, ensure their security and prevent violent attempts on the life and health of the Organization's staff. In this connection, consideration could be given to drawing up a list of such obligations and including it in the model status-of-forces agreement between the United Nations and countries in which peace-keeping operations are conducted (A/45/594).

In Russia's view, there is a need for comprehensive discussion of a whole series of problems associated with the expansion of the spheres of application of United Nations operations and the assignment to them of new functions which go beyond the framework of the "classic" conceptions of this mechanism. These relate to the operations' role in facilitating the conduct of free elections and referendums, the possibilities of deploying United Nations operations at sea, the contribution of the United Nations to democratization processes and to the removal of the internal instability caused by inter-ethnic and interconfessional conflicts, which has dangerous consequences for regional and international security. The time has clearly come to begin work on drawing up the basic parameters for the participation of United Nations observers in national elections. United Nations assistance in the conduct of free elections should gradually become a major independent aspect of the Organization's activity.

A substantial increase in the effectiveness of the United Nations would also be facilitated by the use in the conduct of operations of the latest technologies, including space technology, which would help to ensure maximum security of the personnel deployed in them, reduce their duration and, in the final analysis, decrease the cost of the operations. We are prepared to participate in discussing the study prepared by Canada on personnel and the political consequences of using advanced technology in the operations and the list of technical equipment currently available on the market which could be of use in field operations.

In the light of the Organization's current difficult financial situation, the issue of reducing the cost of operations and conducting them on an optimal sufficiency basis is becoming vitally important. Any deployment of peace-keeping forces must be accompanied by an intensification of political efforts both by the United Nations itself and by individual States to settle the crisis situation. Obviously, a "financial" lever of this kind can and must be used by the United Nations as an additional means of influencing the antagonists.

At a time when the number and scale of the operations being conducted is undergoing a sharp increase, there is a need to pursue further the policy of limiting financial expenditure on operations by determining their optimum duration and the number of military, police and civilian personnel reasonably required, by better planning and by defining the sequence of conduct of the operations. Concrete steps are required to bring about a radical improvement in the mechanism for assessing the cost of peace-keeping operations at the planning stage, before the decision to deploy the operations is taken.

Considerable resources have been invested in diversifying the sources for covering the cost of conducting operations, in particular through the use of the resources and capabilities of regional and subregional organizations, the creation by the host countries of conditions which will lead to a reduction in expenditure, the conduct of national and international campaigns to raise resources for the requirements of the operations, etc. The time is ripe for a serious study of ways of attracting voluntary financial contributions and material and technical resources for United Nations operations from non-governmental organizations, major corporations and other private sources, possibly by offering them tax and other incentives.

The ever-growing financial burden on States could also be reduced by making a clear distinction between expenditure on the operations themselves and expenses associated with the parallel provision of technical, humanitarian and other aid, which should be financed either from voluntary contributions or through the active and coordinated involvement of the specialized institutions of the United Nations dealing with such forms of assistance.

Russia is prepared to discuss constructively and objectively in the Special Committee of 34 any other proposals and ideas aimed at ensuring more rational use of the mechanism of United Nations operations and the effective application of the Organization's full crisis-prevention and peacemaking potential.